

THE CHAIN OF COMMAND (SCAP) 1/

The Command Structure of the Occupation is shown graphically on Chart 1.

The Far Eastern Commission (FEC). The Far Eastern Commission, convened in Washington, is the high policy-making body for the occupation in Japan. It consists of representatives of thirteen nations (China, the UK, the US, the USSR, France, the Netherlands, Canada, Australia, New Zealand, India, Pakistan, Burma and the Philippines) and is charged with:

1. The formulation of policies, principles, and standards for accomplishing the terms of surrender.
2. The review, upon the request of any member, of any directive issued to the Supreme Commander (interim directives issued by the United States or previous Far Eastern Commission directives) or any action taken by the Supreme Commander involving policy decisions within the jurisdiction of the Commission.

The Commission has no authority with regard to the conduct of military operations or with regard to territorial adjustments.

The policy decisions of the Commission are transmitted to the Supreme Commander in directives prepared by the United States Government (US) and forwarded to him by the United States Joint Chiefs of Staff (JCS). The United States Government may, within specified limits, issue interim directives pending action by the Commission in urgent matters not covered by policies already formulated by the Commission. Such directives are normally formulated by the Department of State with the concurrence of the Department of the Army.

The Allied Council for Japan. The Allied Council for Japan is an advisory body located in Tokyo. It consists of four members: The Supreme Commander (or his deputy), who is chairman and United States representative; a Soviet member; a Chinese member; and a member representing jointly the United Kingdom, Australia, New Zealand, and India. Functions of the council, which meets every two weeks, are to consult with and advise the Supreme Commander with regard to the implementation of the terms of the surrender, the occupation and control of Japan and directives supplementary thereto.

COMMAND RELATIONSHIPS (SCAP)

Occupation Forces. In exercising supreme command over the Occupation Forces, the Supreme Commander utilizes the command structure of the United States Far East Command. British Commonwealth Occupation Forces (BCOF) are integrated into the United States forces under the operational control of the appropriate major command. The BCOF Commander, however, has direct access to the Supreme Commander in matters of major policy affecting the operational capabilities of the Force and direct communication with the British Commonwealth Joint Chiefs of Staff in administrative matters affecting the Force.

Diplomatic and Other Missions. Since the sovereignty of Japan is subject to the authority of the Supreme Commander, the only relations between the Japanese Government and foreign governments are through SCAP. Consequently, the foreign representatives in Japan are accredited to SCAP rather than to the Japanese Government.

Army
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completed.

These agencies serve as channels of communication between their respective governments and SCAP and, through SCAP, between their governments and the Japanese government on routine operational and administrative matters. Some of them also function as the administrative and advisory staffs authorized for members of the Allied Council for Japan. Certain special functional representatives of foreign governments, distinct from the missions, are also present who work directly with SCAP on matters of foreign trade, property restitution, and German property liquidation.

FUNCTIONING OF THE OCCUPATION

Command. Direct military government has not been established in Japan. The Japanese Government, reoriented to insure that the requirements of the Occupation would be met, has been permitted to exercise the normal powers of government in matters of domestic administration. General Headquarters, Supreme Commander for the Allied Powers, functions in general along the conventional lines of staff action, command action, surveillance and enforcement.

Policies and decisions of the Supreme Commander are transmitted to the Japanese Government by formal written directives (memoranda known as SCAPINs) or informal instructions. Where necessary, appropriate orders or information are concurrently transmitted to the Occupation Forces' commanders.

Surveillance. Japanese compliance with the directives of the Supreme Commander is checked by two methods:

1. Surveillance by GHQ staff sections in the areas of their responsibility.
2. Observation and reports by the Civil Affairs teams located at regional headquarters.

MILITARY CONTROL OF JAPAN

EVOLUTION OF GHQ SCAP

Upon his appointment the Supreme Commander for the Allied Powers, in addition to the usual powers of a military occupant of an enemy country, was vested with all the powers necessary to effectuate the surrender terms and to carry out the policies established for the conduct of the occupation of Japan. He was authorized to use his authority as he deemed proper to carry out his mission, and to exercise his control through the Japanese Government to the extent that such an arrangement produced satisfactory results, without prejudice to his right to act directly if necessary. He decided at the very beginning to use the existing machinery of the Japanese Government thus drawing a significant line between military authority and the civil administration. In internal administrative matters the existing instrumentalities of the government were permitted to carry out their normal powers. In matters of Occupation policy necessary directives were issued by the Supreme Commander to the Japanese Government at the highest level, charging the government with responsibility for executing his directives and giving them the opportunity to carry out this responsibility without compulsion.

The Supreme Commander's staff in Japan at first consisted of an advance echelon of General Headquarters, United States Army Forces, Pacific, which was later joined by the main element and which also served him in his capacity as Commander in Chief, USAFPAC. Early in August 1945 a Military Government Section had been activated in

Manila as a special staff section of GHQ AFPAC to handle Military Government/Civil Affairs matters under invasion conditions. Soon after arrival in Japan, however, this section was replaced by a group of coordinate special staff sections of General Headquarters SCAP, divided along functional lines to deal with the non-military aspects of the Occupation. GHQ SCAP as thus organized in early October 1945 also included those general and special staff sections of GHQ AFPAC, which served in a dual capacity. AFPAC was later replaced by FEC.

RELATIONSHIP BETWEEN GHQ, SCAP, AND GHQ, FEC

The General Headquarters, Supreme Commander for the Allied Powers, and the General Headquarters, Far East Command, are physically combined in Tokyo. Demarcation in authority and responsibility is both geographical and functional. Geographically, the Supreme Commander for the Allied Powers' authority is limited to the four main islands of Japan, while the Commander-in-Chief of the Far East Command's responsibility extends over the Western area of the Pacific Ocean; functionally, GHQ SCAP concerns itself with the Occupation of Japan and the implementation of allied policies, while GHQ FEC is concerned with United States military affairs throughout the area of the Far East Command. One of the missions of GHQ FEC is the military support of the occupation conducted by SCAP.

Chart 3 sets forth the organization of GHQ SCAP. Examinations of Chart 3 show that GHQ SCAP is organized to include staff sections covering the major Occupation fields. It should be noted that the Far East Command General Staff is also included on the SCAP organization chart, as they perform limited functions for SCAP. It should also be noted that contrary to the usual military practice, all the SCAP staff sections are on the same level and are responsible directly to the Supreme Commander for the Allied Powers through his Chief of Staff and Deputy Chief of Staff for SCAP.

A close relationship exists between the SCAP Staff, the General Staff, and the FEC Special Staff, as they may call upon one another's specialists for such information and assistance as may be required. This close relationship is economical in manpower and gives a closeknit coordination between the civil and military affairs which in many instances are dependent one upon the other. Since the Chief of Staff functions for both GHQ SCAP and GHQ FEC, policy decisions are thoroughly considered in both the civil and military aspects before promulgation.

As an essential portion of the combined headquarters, there has been established a Headquarters and Service Group, General Headquarters, Far East Command. This command is responsible for the administration, quartering, and billeting of all personnel, military and civilian, assigned to both GHQ SCAP and GHQ FEC and for the provision of required services, transportation facilities, and necessary police functions.

CHAIN OF COMMAND, SCAP

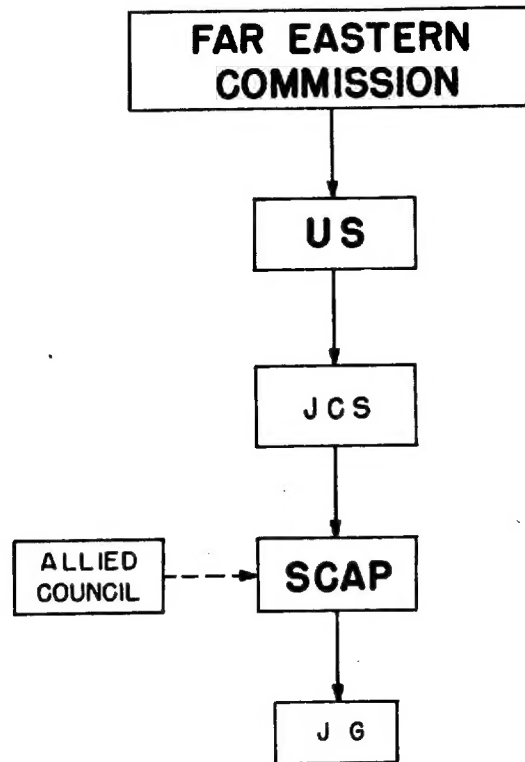


CHART 1

